

THE FRANKLIN COUNTY BOARD OF SUPERVISORS HELD A BOARD MEETING ON MONDAY, APRIL 4, 2016 AT 600 P.M., IN THE BOARD OF SUPERVISORS MEETING ROOM, LOCATED IN THE GOVERNMENT CENTER, 1255 FRANKLIN STREET, SUITE 104, ROCKY MOUNT, VIRGINIA.

THERE WERE PRESENT: Cline Brubaker, Chairman  
Charles Wagner, Vice-Chairman  
Bob Camicia  
Ronnie Thompson  
Charles Wagner  
Tim Tatum  
Tommy Cundiff

OTHERS PRESENT: Brent Robertson, County Administrator  
Christopher Whitlow, Deputy Co. Administrator  
Sharon K. Tudor, MMC, Clerk

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Cline Brubaker, Chairman, called the meeting to order.  
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**CHAPTER 25 ZONING/ADDRESSING ACCESSORY STRUCTURES/RETAINING WALLS**

Steven Sandy, Director of Planning & Community Development, advised the Board on March 22, 2016, Steven Sandy, Zoning Administrator/Director of Planning and Community Development, sent a memorandum to Franklin County Contractors and Builders for the purpose of a interpreting the current regulations concerning the placement of accessory structures within required yard setbacks. The memorandum addressed all accessory structures, but specifically pertained to retaining walls.

Staff has received some inquiries from contractors and builders in reference to the interpretation of the current regulations on accessory structures in the required yards. Several contractors and builders have stated certain accessory structures like retaining walls should be allowed to be constructed in the required yards. However, the County’s zoning ordinance does not exempt different types of accessory structures.

The county’s zoning ordinance under Section 25-74 – accessory structures in required yards states “if no utility or drainage easements or other easements are adversely affected, accessory structures or portions thereof may be erected no closer than twelve (12) feet to adjacent lot lines in the case of detached structures or to a common wall in the case of attached structures; provided further, that no such structure shall be located within any yard required under sections 25-62 through 25-64. The Roanoke Valley Homebuilders have requested that Franklin County consider a possible amendment to the County’s zoning ordinance to allow some types of accessory structures (i.e. retaining walls) to be constructed in the required yards.

**RECOMMENDATION:**

Staff respectfully requests the Board of Supervisors to direct planning staff and planning commission to review, prepare and consider an amendment to the County’s zoning ordinance to distinguish between certain types of accessory structures and consider exempting structures such as retaining walls from the require yards (setbacks).

General discussion ensued.

**(RESOLUTION #01-04-2016)**

BE IT THEREFORE RESOLVED, by the Board of Supervisors to forward to the Planning Commission to review, prepare and consider an amendment to the County's zoning ordinance to distinguish between certain types of accessory structures and consider exempting structures such as retaining walls from the require yards (setbacks) and to place the review on a fast track to be brought back to the Board of Supervisors for a public hearing.

MOTION BY: Bob Camicia  
SECONDED BY: Charles Wagner  
VOTING ON THE MOTION WAS AS FOLLOWS:  
AYES: Mitchell, Thompson, Wagner, Cundiff, Camicia, Tatum & Brubaker

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**PRESENTATION OF PROPOSED FY'2016-2017 COUNTY BUDGET**

Brent Robertson, County Administrator, presented the following Proposed FY'2016-2017 County Budget PowerPoint:

Dear Chairman Brubaker and Members of the Board:

It is my pleasure to transmit to you today my recommendations for a balanced 2016-2017 budget for the citizens of Franklin County. I am pleased that I am able to recommend this fiscal plan for your consideration and look forward to the Board’s feedback and response to the many difficult decisions that went into this recommendation.

As you know, Section 15.2-2503 of the Code of Virginia, as amended, states that the County budget shall be developed for “informative and fiscal planning purposes only”. It serves as a plan for County operations, maintenance, capital outlay, and debt service and may include reserves for contingencies and future capital improvements. The annual budget must contain a complete itemization of all estimated expenditures, revenues, and borrowings and must be approved by the governing body prior to July 1 of each year. Similarly, the School Board Budget must be adopted by May 1 of each year.

The power of the Board of Supervisors to grant or withhold funds is an important means by which it can determine general County policies and the level of services to be offered. Budgeting is a planning process required by law that enables the Board of Supervisors to examine requests for County funds, to anticipate revenue needs, and to make decisions about the priority of programs and level of services to be provided. It is a work-plan expressed in terms of dollars and as such is an important tool of fiscal management.

Staff’s recommendation for the County’s 16-17 fiscal plan totals \$133,833,221. This total represents an increase of \$2,611,566 over the current year adopted budget of \$131,221,655 or 2%.

The proposed budget can best be described as a maintenance budget. There are no new programs or major expenditure pressures for next fiscal year. No new fees or tax increases are proposed.

Staff has worked diligently to review and reduce if possible, various departmental budgets and line items.

Operational decreases in the following major categorical functional areas include:

- Public Works 3%
- Community Development, 0.4%

Increases in functional areas include:

- Judicial Administration, 3% from additional part time recommended for court security and the opening of a second J & D Court.
- Public Safety, 2.2% for additional career EMS staff to be utilized to provide station coverage in key geographical areas of the County. There is also an operational increase for the new radio system
- Non Departmental, 63% increase. This area includes a personnel and benefits reserve.
- Debt, 29% for the first year of debt service on the new radio system.

<u>Expenditures</u> <u>Functional Area</u>	<u>Adopted</u> <u>FY15-16</u>	<u>Proposed</u> <u>FY 16-17</u>	<u>Percent</u> <u>of</u> <u>Total</u>	<u>Increase</u> <u>(Decrease)</u>	<u>%</u> <u>Change</u>
General and Financial Administration	\$4,237,200	\$4,293,914	3.2%	\$56,714	1.34%
Judicial Administration	\$2,643,199	\$2,724,453	2.0%	\$81,254	3.07%
Public Safety	\$13,894,282	\$14,204,176	10.6%	\$309,894	2.23%
Public Works	\$3,698,026	\$3,588,083	2.7%	(\$109,943)	-2.97%
Health and Welfare	\$11,641,292	\$11,786,911	8.8%	\$145,619	1.25%
Parks, Recreation and Cultural	\$1,933,329	\$1,976,134	1.5%	\$42,805	2.21%
Community Development	\$2,878,056	\$2,866,548	2.1%	(\$11,508)	-0.40%
Non Departmental	\$329,753	\$536,645	0.4%	\$206,892	62.74%
Schools	\$83,625,158	\$84,620,868	63.2%	\$995,710	1.19%
Capital	\$3,235,501	\$3,235,501	2.4%	\$0	0.00%
Debt	\$3,081,859	\$3,975,988	3.0%	\$894,129	29.01%

Utilities	\$24,000	\$24,000	0.0%	\$0	0.00%
Totals	\$131,221,655	\$133,833,221	100.0%	\$2,611,566	1.99%

Revenues are projected to remain fairly stable overall. General Property Taxes and other Local Taxes are showing some small growth with an average increase of 1.5%, reflective of the improving national and local economy. Other County funds are showing an increase (22%) from the use of reserve funds in the Debt Service fund to cover the first year debt service on the new radio system. State School funds are budgeted to increase 3.9% while School Federal funds will decrease 4.4%

<u>Revenues</u>	<u>Adopted FY15-16</u>	<u>Proposed FY 16-17</u>	<u>Percent of Total</u>	<u>Increase (Decrease)</u>	<u>% Change</u>
General Property Taxes/Other Local Taxes	\$59,512,938	\$60,431,778	45.2%	\$918,840	1.54%
State Funds - County	\$15,733,816	\$15,793,398	11.8%	\$59,582	0.38%
Local School Funds - Cafeteria	\$2,994,028	\$3,052,828	2.3%	\$58,800	1.96%
State School Funds	\$39,067,150	\$40,587,087	30.3%	\$1,519,937	3.89%
Federal School Funds	\$8,452,110	\$8,082,801	6.0%	(\$369,309)	-4.37%
Other County Funds/County Federal	\$4,826,337	\$5,885,329	4.4%	\$1,058,992	21.94%
Fund Balance	\$635,276	\$0	0.0%	(\$635,276)	100.00%
Totals	\$131,221,655	\$133,833,221	100.0%	\$2,611,566	1.99%

Although, this is considered a maintenance budget there were still a number of concerns and circumstances that set the stage for the budget development this year and provided the framework by which this proposed budget was developed.

Local sales tax (Included in Other Local Taxes) is projected to increase 3% in the FY16-17 proposed budget. Real Estate and Personal Property Taxes are continuing to show steady signs of growth at 0.60% and 1.7% respectively.

The state has increased its' share of funding for K-12 education by approximately \$1.5 million which is largely earmarked to offset a 2% raise for Standards of Quality (SOQ) instructional and support positions. Federal revenue for School programs is projected to decrease \$369,309 or roughly 4.4%. Federal School funds are primarily earmarked for Title I and II, Title VI-B programs and School Food programs.

Of significant note on proposed General Government expenditures are the following:

- Funds an increase in Public Safety for additional Career EMS providers for critical station coverage as well as in increase for the new radio system operational costs.
- Adds additional part time funds to the Sheriff for court security as well as the opening of a second J and D court room.
- Funds additional tourism efforts for fishing tournament sponsorships and the Ag fair.

In terms of school funding for FY16-17, I am recommending the following:

- ☞ Local operational funding of \$30,504,781 which includes new funds of \$465,392.
- ☞ Debt service funding of \$2,355,952. This amount is a reduction of \$46,507 for the drop in school debt service projected for FY16-17. The \$46,507 is reserved for future School debt service in the County Debt Service Fund.
- ☞ Continued School Capital funding of \$880,000 plus \$340,000 for school bus replacement for a total of \$1,220,000. \$880,000 has been earmarked for the School five year capital projects plan.

Major Capital Improvements proposed for FY16-17:

- Funds almost \$400,000 for Upgrades of Mission Critical Information Technology Infrastructure Improvements.
- Continues Landfill Monitoring and Groundwater Corrective Action Expenditures as well as engineering consulting work on the old and new landfill.

- Includes \$235,000 for EMS Vehicle replacement and \$250,000 for Law Enforcement vehicle replacement.
- Provides \$100,000 in local economic development funding incentives and sets the stage for a possible borrowing for the new Southway business park development.
- Includes \$100,000 for shoreline stabilization at Smith Mountain Lake Park as well as the continuation of the \$100,000 annual payment on the Smith Farm.

The recommendations outlined above require the 2016-2017 Proposed Budget be funded with the following **existing** tax rates:

Real Estate	\$0.55 per \$100 assessed valuation
Personal Property	\$2.36 per \$100 assessed valuation
Personal Property: Heavy Equipment	\$1.89 per \$100 assessed valuation
Machinery & Tools	\$0.70 per \$100 assessed valuation
Merchants Capital	\$1.08 per \$100 assessed valuation
Vehicle License Fee	\$34.25 per vehicle, \$28.50 per trailer and \$25.25 per motorcycle

In closing, I would be remiss if I did not extend my utmost gratitude to the County’s staff, who have worked diligently in the preparation of this plan. I would be happy to answer any questions which may have been generated and staff looks forward to working with you over the next several weeks to produce a plan that addresses our fiscal responsibilities for the coming year.

Respectfully submitted,

W. Brent Robertson  
County Administrator



**FRANKLIN COUNTY**  
**FY 2016-17**  
**PROPOSED BUDGET**

April 4, 2016

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# The Budget?

- Represents the government’s vision, strategy, and priorities for improving the community
- **“A balanced budget is a mathematical exercise. A balanced budget is not necessarily a good budget. The key is a good, intelligent budget that benefits the taxpayers.”** – *Member, Franklin County Board of Supervisors*
- The result of a complex decision process whereby policy and philosophy are translated into community services
- Represents the “collective” values of its citizens, such that they address the community’s needs and expectations

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# Strategic Budgeting: A Fundamental Question.....

- What do you want this community to be.....
  - Next year? 5 years? 10 years? Beyond?
    - Higher household incomes
    - Lower unemployment
    - Protection of natural resources; scenic beauty
    - Improved health, safety and welfare of all citizens
    - Economic opportunity
    - Educated population and workforce

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# How do we get there?

- What’s the best time to plant a tree?
    - Well, if you want the shade now, the best time would have been 20 years ago. Or you could just go ahead and plant one now.
      - Franklin County spent \$7 million to buy a 350-acre site... In December, it voted to (secure an option) to spend \$3.76 million to buy an adjacent 190.5 acres. In all, that’s 540 acres, an astonishingly big site that fills a void in the region’s inventory. Michael Burnette, the county’s economic development director, described the purchases this way: “The county is looking at making an investment that’s going to handle economic development for the next 20 to 30 years.”
  - “Put another way, Franklin County is planting a tree. Decades from now, someone can sit under its shade and thank the people today who made that possible.”
    - *Roanoke Times, March 30, 2016*
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## *FC 2025: COMMUNITY PLAN*

- “Planting the Seeds”...necessary to **sustain** and **improve** our community



- A “community-based” process
- Involvement of citizens, businesses, schools, etc.
- Focusing on stakeholder input, community priorities, desired outcomes and organizational accountability

- “While we cannot predict the future; we can create it.”
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## Budgetary Decision-Making: **FC 2025** “Investing in Our Community”

- Vision, Strategy, and Priorities
  - Identification of Strategic Focus Areas

- Adopted August 2013
- Confirmed, updated December 2015

- Proposed FY16-17 Budget

- FY16-17 Operating & Capital Budget
  - FY17-26 Capital Improvement Plan
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## FY16-17 Budget Overview: Positive

- No New Taxes
  - No New Fees
  - No New Programs
    - Changes to existing programs
      - Increased effectiveness and efficiency
        - Solid waste – Collection Centers
        - Emergency response/communications
        - Economic development & tourism
  - Very much a “maintenance” budget approach
  - Positioning the organization for 2025
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## Economic Environment

- Economy showing (somewhat) consistent signs of improvement
- Inflation (CPI) and interest rates remain at significant lows
- Consumers are slowly gaining confidence and spending more locally
- The local unemployment rate is less than the national indicator and on par with the state
- Federal deficit(s) anticipated to continue negative impact on national and state GDP
- Oil prices low.....but for how long?

## Fiscal Conditions for FY 16-17

- Real Estate growth projected at 0.6%
- Landfill Revenues projected to decrease by 8.5%
- Sales Tax showing projected growth of 3.4%
- Meals Tax projected to increase 5.8%
- State Revenues “flat” except for compensation related to assistance for State Supported positions (2% @ 12/1/16)
- Regional Jail, Juvenile Detention, and CSA Requirements Remain Volatile
- Debt ratios well below policy ceilings

## Comparisons to Our Neighbors

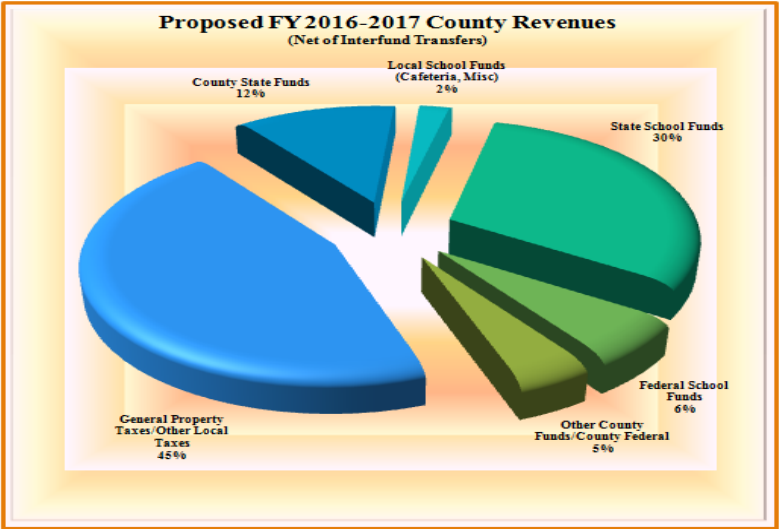
### Local Tax Rates for 2014-15

	Franklin	Roanoke City	Bedford Co.	Botetourt	Floyd	Henry	Patrick	Pittsylvania	Roanoke Co
Real Estate Tax Rate	0.55	1.19	0.52	0.72	0.50	0.48	0.48	0.59	1.09
Personal Property Nominal Tax Rate	2.36	3.45	2.35	2.63	2.95	1.48	1.71	8.75	3.50
Personal Property Effective Tax Rate	1.68	2.62	2.00	2.00	2.24	1.12	1.45	2.23	2.66
Boat Tax Rate	2.36	3.45	2.35	2.63	2.95	1.48	1.71	8.75	3.50
Business Real Estate Rate	0.55	1.19	0.52	0.72	0.50	0.48	0.48	0.59	1.09
Machinery & Tools Tax (Effective Rate for Year 1)	0.70	2.07	1.20	0.90	0.93	1.44	1.62	0.45	0.75
Business Personal Property-Heavy Tools & Machinery (Effective Rate for Year 1)	1.89	3.45	1.70	2.63	2.95	1.48	1.71	8.75	3.50
Motor Vehicle License Fee (Vehicle Fee Only)	34.25	20.00	0.00	20.00	25.00	20.00	25.00	38.75	20.00
Landfill Tipping Fees	37.00	48.00	41.00	0.00	55.00	0.00	55.00	41.00	48.00

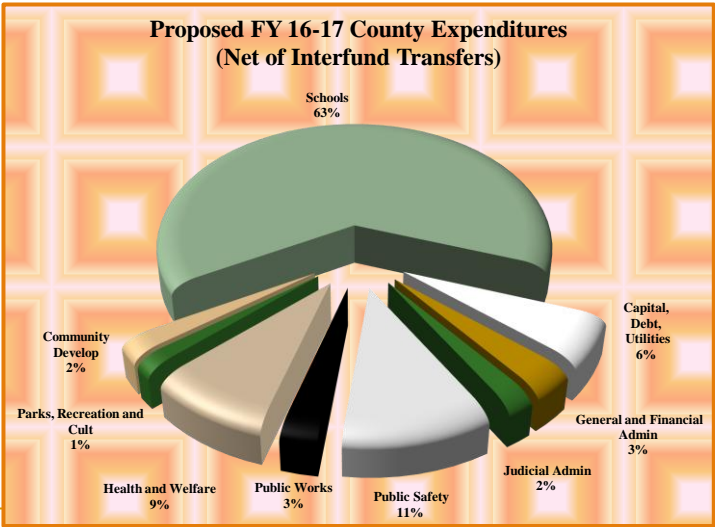
*\*Source: Survey of County Offices*

*\*\*No Commercial Trash (goes to Salem)*

\$133,833,221



\$133,833,221



## Priorities: Strategic Focus Areas

Infrastructure	•Identifies specific goals and objectives
Financial Stability	•Allows discussion of strategy alternatives
Managed Growth	•Frames and guides decision-making
Economic Development	•Justification for budget allocations
Lifelong Learning	•Keeps focus on "community" outcomes
Operational Effectiveness	
Public Safety	



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## Infrastructure (Select CIP Highlights)

- \$1,250,000 for landfill construction (new cell)
    - Meet refuse disposal needs for next 9 years; Overall landfill life 50 years
  - \$1,770,000 for construction of replacement Animal Shelter
  - \$1.1 million for the Ferrum pedestrian bridge project
    - (\$625,000 from VDOT/Ferrum College)
  - \$400,000 for mission critical information technology infrastructure
  - \$100,000 for shoreline stabilization at Smith Mountain Lake Park
  - \$100,000 annual payment (year 8 of 10) for Smith Farm; master planning currently underway
  - Other Infrastructure development
    - Implementation of solid waste collection/compactor sites
    - WVWA preparing plans for extension of sewer service to Business Park
    - Discussion/planning underway with Roanoke Gas Co. for possible natural gas distribution to 220 Business Park/Town of Rocky Mount
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## Managed Growth

- Continued development and implementation of Village Plan concept
    - Union Hall completed
    - Westlake/Bridgewater Plan in-progress
    - Next village?
  - Potential zoning issues/needs along Rt. 220
    - Consistent with Business Park development
  - Consideration of new zoning categories
  - Researching “Special Tax Districts”
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## Economic Development

- \$4,377,000 allocated in CIP for continued development of new Business Park
  - \$100,000 in economic development funding for job creation and site development
  - \$55,000 additional allocation to tourism initiatives for fishing tournament sponsorships and Agricultural Fair
  - Working with community stakeholders, developed concept of Produce Auction opening in May 2016; run by private organization
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## Public Safety

- \$360,000 new funding for additional EMS coverage
  - Requests from Ferrum and Glade Hill – 24/7
- \$235,000 for EMS ambulance replacement
- \$475,000 for replacement fire apparatus (Wagon)
- \$100,000 for replacement of 3 Fire/EMS support vehicles
- \$250,000 to replace 10 Law Enforcement vehicles
- \$130,000 additional allocation of PT for courtroom security
  - New J&DR court; increased need due to increased court volume
- \$177,000 for operations/maintenance cost for New Radio System
  - Partially off-set by tower rental income and access fee (\$100,000)

## Public Safety (cont.)

- \$921,000 for SCBA replacement (grant funded; \$92,000 local funds)
- Request review of Franklin County Fire and EMS system
  - Virginia Dept. of Fire Programs
    - Improving volunteerism, communication between volunteer and paid staff, improving fire/EMS services, improving safety of responders, etc.
- Development of Public Safety Task Force
  - Identify issues and make recommendations to enhance the volunteer experience and improve public safety services to the community

## Education/Life-long Learning

- Initial planning for expansion of FCPS Career and Technical Education (CTE) facility and programming
  - County purchase of property for \$1 million in 2015 to aid expansion
  - CTE Committee in-progress
- \$880,000 for School CIP Projects
- \$340,000 for School Bus Replacements
- \$45,000 to fund study and main room expansion at the Franklin County Library

## School Funding - Other

- Operational increase of \$465,392 in new local funds
- Reduces local funding for one-time funds included last year (\$635,276)
- Captures debt drop off of \$46,507 for five year capital plan and plans for these funds in future years to be available for BOS discretion (programmed for new CTE Center)
- Year 5 of 5 for 1% increase for employee share of VRS
- Schools will likely have to reallocate savings in other areas to cover compensation increases within existing resources just as General Government is doing

## Financial Stability

- No use of Fund Balance for operations
  - \$760,000 for one-time capital
  - Fund Balance remains above adopted policy
- Debt Ratios all remain well within policy limits
- Long-range financial planning
  - 10 year projections of revenues/expenditures
  - 10 year Capital Improvements planning
- FY17: Review need for new or update of fiscal policies
- Diversify Revenue
  - Research “special tax districts”

## Operational Effectiveness

- Compensation Adjustments
  - Employee Raises
    - 2% COLA - \$350,000
    - Partial implementation of Market Survey - \$200,000
      - Competitiveness of Pay Plan/Positions
      - Internal compression
  - VRS rate reduction – Savings of (\$286,000)
  - Health Insurance
    - 6.3% increase from Anthem
      - Increase shared w/ EE; County cost = \$143,000
      - Minor plan changes to reduce cost to 6.3%

# Operational Effectiveness (cont.)

## ■ Proposed New Positions

<b>Full-Time</b>		
Custodian	Courthouse cleaning	\$42,564
Family Service Specialist	2 positions @ \$49,767	\$99,534
Outdoor Recreation Manager	Outdoor programming	\$77,703
<b>Part-Time</b>		
J & D Court Bailiff (2)	New J&DR Court	\$27,398
Special Project Analyst	Administration	\$30,000

# Conclusion

- No new taxes, fees, or programs
- Maintenance of current operations
- Significant capital project planning and implementation underway
- Advances strategic planning for future projects
- Upcoming operational challenges
  - ❑ Public safety
  - ❑ Solid waste disposal
  - ❑ New capital (O&M)
  - ❑ Organizational development

Sincerest Appreciation to County Staff for Their  
Hard Work in the Development of This Budget &  
Presentation !!



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**CLOSED MEETING**  
**(RESOLUTION #02-04-2016)**

BE IT THEREFORE RESOLVED, by the Board of Supervisors to into a closed meeting in accordance with 2.2-3711, a-3, Acquisition of Property & a-7, Consult with Legal Counsel, of the Code of Virginia, as amended.

MOTION BY: Bob Camicia  
SECONDED BY: Charles Wagner  
VOTING ON THE MOTION WAS AS FOLLOWS:  
AYES: Mitchell, Thompson, Wagner, Cundiff, Camicia, Tatum & Brubaker

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MOTION: Bob Camicia  
SECOND: Charles Wagner  
WHEREAS, the Franklin County Board of Supervisors has convened an closed meeting on this date pursuant to an affirmative recorded vote and in accordance with the provisions of The Virginia Freedom of Information Act: and  
WHEREAS, Section 2.2-3712(d) of the Code of Virginia requires a certification by this Franklin County Board of Supervisors that such closed meeting was conducted in conformity with Virginia law;  
NOW, THEREFORE, BE IT RESOLVED, that the Franklin County Board of Supervisors hereby certifies that, to the best of each member’s knowledge, (i) only public business matters lawfully exempted from open meeting requirements by Virginia law were discussed in the closed meeting to which this certification resolution applies, and (ii) only such public business matters as were identified in the motion convening the closed meeting were heard, discussed or considered by the Franklin County Board of Supervisors.  
VOTE:  
AYES: Mitchell, Thompson, Wagner, Cundiff, Camicia, Tatum & Brubaker  
NAYS: NONE  
ABSENT DURING VOTE: NONE  
ABSENT DURING MEETING: NONE

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Chairman Brubaker recessed the meeting.

CLINE BRUBAKER  
CHAIRMAN

SHARON K. TUDOR, MMC  
COUNTY CLERK